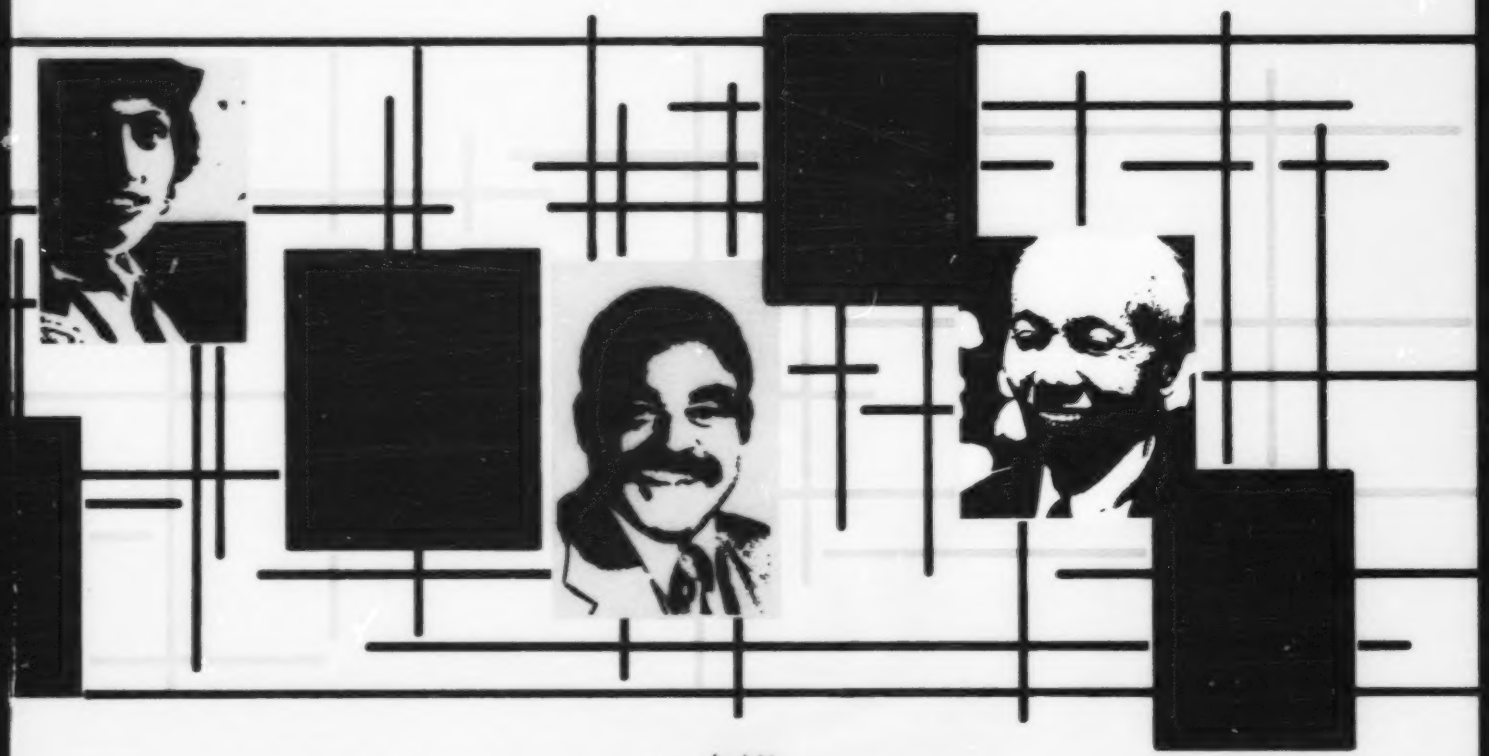
Race Relation Series #3

Bridging the Gap

"Cross-Cultural and Race Relations Training for Municipal Government"



FCM

Federation of Canadian Municipalities
Municipal Race Relations Program

Race Relation Series

Local governments, large and small, urban and rural are becoming leaders in race relations. The FCM's 1986 Policy Statement on Race Relations led to the Municipal Race Relations Program with assistance from the Multiculturalism Sector of the Department of the Secretary of State.

To help its members establish race relations policies and programs, the FCM's Municipal Race Relations Program has several activities underway:

- a resource centre and consultation service to provide information;
- a communications strategy to keep municipalities up-to-date;
- a National Action Committee on Race Relations comprising elected municipal officials and community leaders;
- "How To" manuals with guidelines on race relations policies, programs and practices.

Bridging the Gap — Cross-cultural and Race Relations Training for Municipal Government is an introduction to cross-cultural and race relations training in a municipal context. It provides examples of training models that have been used across Canada; and provides the critical steps on how to set-up, implement, monitor and evaluate a training program.

This manual is the third in the series of four. Others are:

1. Getting Started — Local Government and Community/Race Relations
2. Dealing with Diversity — Multicultural Access to Local Government

These publications serve as invaluable guides in meeting the challenge and opportunity of a culturally diverse community. For further information, please direct your inquiries to:

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A Changing Society Means Changing Training Needs

The Impact of Diversity

Diversity is more palpable than ever in Canadian society. Increasingly, Canadians of varying racial, cultural, religious, and linguistic backgrounds are interacting with one another, though not fully understanding and appreciating each other's different values and ways of doing things. In short, diversity is having a profound impact in our communities — and not least in the workplace.

Without the knowledge and skills necessary to understand and communicate with people of different backgrounds, a number of problems may arise. Tension and misunderstanding may develop among employees. Minority clientele may receive unequal treatment and unless government services and programs adapt to these changes, they may become inadequate.

The Challenge

As an important service-provider and employer, municipal government is faced with a unique challenge. That challenge is to ensure that it provides minority citizens with equal access to its services and programs and effectively manages its workforce in the context of a changing society.

Immigration — Now and in the Future

A reform of our immigration policy to a more objective and unbiased system in the 1960's and 1970's has resulted in a larger proportion of new immigrants and refugees coming from Asia, Africa, Middle East, South East Asia, Caribbean, West Indies, and South and Central America. If immigration is maintained at present levels, by the year 2000 over 50 percent of Canadians will be members of ethnic minorities, and 10 percent of these will be visible minorities. Of course, many of these ethnic and visible minorities are not new immigrants but have been in Canada for many generations. Many municipalities have already undergone significant demographic changes while others expect changes in the near future.

The Opportunity

There are many benefits brought about by cultural diversity. One of these benefits is in the area of international trade. As Canada strives to improve its position in the global marketplace, immigrants will provide valuable expertise and resources that will give Canada the competitive edge. A good example is Asian immigrants helping Canada to strengthen its trading relationship with Asia and the Pacific Rim.

Immigrants bring a diversity that can be a source of enrichment and opportunity not just for the economy but for the political, social, and cultural life in a municipality.

Myths and Facts

MYTH:
Canada doesn't need immigration.

FACT:
Demographers, economists, futurists, and government sources assert that Canada must have sustained immigration to offset its population decline. It is estimated that without immigration over a 70-year period, the Canadian population would fall from approximately 23.5 million at the 1981 census to less than half of that by the year 2051. This is due to an aging population, emigration, and a declining fertility rate.

Immigration is also needed to carry the financial burden of the aged who put a larger economic strain on the health care system, costing tax payers 2 to 3 times more to support than young people.

Canada must therefore turn to immigration to support our social welfare system and to provide a population growth consistent with a growing and healthy economy by providing badly needed workers, entrepreneurs, taxpayers, and consumers. It is estimated that 200,000 immigrants a year are necessary to bolster our declining population.

MYTH:
Most Canadians prefer to maintain Canada's western European heritage rather than a multicultural heritage.

FACT:
In reality, multiculturalism has long been part of what it means to be Canadian, starting first with the fifty or more distinct Inuit and Native Indian cultures in existence prior to the arrival of non-Natives. The major influxes of immigration to Canada began with the French who came in the early 1600's, then the English and Scots in the mid 1600's, and in the late 1700's, Loyalists from the U.S. including Mennonites, Blacks, Germans, Scots and Quakers. In the 1800's, came Germans, Scandinavians, Irish, U.S. Blacks, Mennonites, Chinese, Jews, Japanese, East Indians, and Italians. And the list goes on.

As one can see, Canada is made up of immigrants from all parts of the world and all have an equally important role in building this country. We may have come here in different boats, but we're all united in the common goal of nation-building. Official recognition of Canada's diversity came with the adoption of the federal government's multiculturalism policy in 1971. Since then, it has been also entrenched in law by the 1982 Charter of Rights and Freedoms, and the 1988 Canadian Multiculturalism Act which states:

It is hereby declared to be the policy of the Government of Canada to:
(a) promote the understanding that multiculturalism reflects the cultural and racial diversity of Canadian society and acknowledges the freedom of all members of Canadian society to preserve and share their cultural heritages;
(b) promote the understanding that multiculturalism is a basic element of the Canadian heritage and identity and that it provides an invaluable resource in the shaping of Canada's future.

MYTH:
Immigrants take more from Canada than they contribute.

FACT:
Study after study has demonstrated that immigrants contribute more than they receive. A recent two-year study of immigrants to Canada which reviewed the status of all immigrants to Canada since 1971 concluded that "the range of surplus flow from this immigrant group is between $200 and $2000 per family depending on year of entry." The study also found that "in no one year did any immigrant family pay less in taxes than it absorbed in services" (Devoretz and Akbari, "Benefits of Immigration," 1988, p.5).

MYTH:
Cross-cultural or race relations training programs should only be adopted by a municipality in response to a racial problem.

FACT:
Cross-cultural and race relations training should not be viewed as simply a response to racial incidents. It is a preventive measure which helps avoid racial problems arising in the workplace and in the community. Training municipal staff to be more culturally sensitive might also ensure that ethnic and visible minorities receive adequate municipal services.

Race relations and cross-cultural training should be an integral part of the professional development training that municipalities provide to their employees, and should not be confused with an orientation session. The problem of limited resources can be dealt with by cost-sharing or by seeking support from provincial or federal governments.

Responding to Diversity

The Response to Diversity

All orders of government including municipal government are responding to the growing diversity of the Canadian population. This is evidenced by the proliferation of legislation, policies and programs that are designed to protect and improve multicultural access; in other words, to improve the access of minorities in the area of employment, health, policing, social services, human rights, justice, housing, education and business.

Recently, the federal government passed the Employment Equity Act and the Multiculturalism Act and, like provincial and municipal governments, have implemented various kinds of multicultural and race relations policies and programs ranging from employment equity to interpretation and translation services.

A fundamental principle underlying all these laws, policies and programs is that regardless of race, religion, language or culture, all citizens must be guaranteed equal opportunity and equal access to services. As our first order of government that is closest to the community, municipalities are central to the advancement of this principle. And, the implementation of cross-cultural and race relations training is an integral part of this commitment.

Bridging the Gap: Cross-Cultural and Race Relations Training

Among the many measures that can be adopted, cross-cultural and race relations training programs rank as one of the most important in helping municipal government adapt to a multicultural population. As society becomes more diverse, this type of specialized training is necessary to bring out "multicultural access," i.e. in helping municipal staff bridge the gap in knowledge and skills and thereby help eliminate cultural misunderstanding and bias that can undermine the efficacy of a workforce and the long term effectiveness of government programs.

Cross-cultural and race relations training results in positive change and improves the operation of local government. Managers can take advantage of the wealth of skills and knowledge that a multicultural workforce offers. Moreover, managers and staff finally develop a greater understanding and appreciation of the needs of their multicultural clientele and can take positive actions to alleviate stress which might normally go unnoticed.

Municipal government as an employer is obligated by human rights statutes and employment standards. As a proactive measure, cross-cultural and race relations training reduces the number of human rights complaints which can be costly in terms of human and financial resources.

Identifying the Gap

The following examples illustrate problems that can arise when municipal government serves a multicultural community without the benefit of cultural awareness and race relations training:

- recreation staff conduct a users' survey and discover that ethnic minorities are not using their programs;
- planners organize a public meeting in an area with a high concentration of ethnic minorities and are puzzled by the poor turnout;
- health inspectors encounter difficulties in persuading certain ethnic restaurants to comply to health regulations;
- police force does not have a good working relationship with some groups in the multicultural community;
- minority staff have a higher turnover rate than the rest of municipal staff because of stress in the workplace;
- a municipal trade mission to a foreign country fails because of lack of knowledge about the country's cultural, social, political and economic milieu;
- municipal social activities don't attract ethnic minority citizens; and
- problems arising from the increasing residential concentration of certain ethnic minorities.

Two Approaches: Cross-Cultural and Race Relations

Cross-cultural and race relations training is a relatively new and dynamic field which is constantly evolving. Curriculum and techniques of teaching culturally-sensitive and bias-free managerial skills are continually being developed, applied and evaluated.

Essentially there are two types of training programs: a cross-cultural approach and a race relations approach.

1) Cross-Cultural Training

Cross-cultural training focuses on learning cultural similarities and differences in order to reduce misunderstanding and intolerance. Programs similar to cross-cultural training have been variously called multicultural, intercultural, cultural awareness and cultural communications training.

2) Race Relations Training

Race relations training focuses on strategies to eliminate systemic discrimination in the workplace. Programs similar to race relations training have been called anti-racist or anti-racial discrimination training.

Cross-cultural and race relations training are similar in some respects and, in fact, many training programs integrate both approaches.

1. Cross-Cultural Training

Generally, municipal managers and staff need cross-cultural training programs to help them to improve their skills in order to communicate more effectively with people of different backgrounds. Such training might facilitate their ease and comfort in dealing with peopie who are different from themselves and build relationships across racial, cultural, religious, and linguistic lines.

Many managers — whatever their ethnic backgrounds — might have only limited contact with other cultures or races until adulthood. Most might attend schools which taught very little about the world's different cultures, religions, politics, values and traditions. As well, most schools teach very little about the experiences and histories of the various ethnic groups that live in Canada.

The proper management of diversity can lead to organizational cohesiveness, creativity and improved productivity while poor management of differences can lead to divisiveness and tension in the workplace and unsatisfactory employee performance.

Cross-cultural training focuses on cultural awareness, cultural sensitivity and working effectively in a multicultural workforce. Its underlying premise is that better understanding will result as people learn about other cultural groups; communication skills will improve; and sensitivity to the needs and ways of others will be enhanced. Better service to citizens is the end result. And, cross-cultural training is educational — and is fun!

There are two main components of any cross-cultural training program: to provide information and to develop skills.

To provide information about:

- the changing demographics of municipalities and how that affects service delivery and workforce diversity;
- family structure, cultural values and religious beliefs of different cultural groups;
- the history, language, customs, food and the economic, political and multicultural nature of the group in Canadian society;
- patterns of behaviour, communication styles;
- cultural bias, prejudice and discrimination.

To develop skills with respect to:

- human relations training including feedback, listening and effective cross-cultural communication;
- developing an awareness of bias in verbal and non-verbal communication;
- reaching ethnic communities through ethnic organizations and media;
- identifying discriminatory attitudes and behaviours in the workplace.

Systemic racism, race relations policies, human rights legislation, and visible minority recruitment and hiring may also be considered as part of a cross-cultural training program but are given a primary focus as in race relations training.

2. Race Relations Training

Race relations training sensitizes municipal staff to recognize and develop strategies to eliminate discrimination and related problems in the workplace. Employees learn to deal with both personal and institutional discrimination — that is discrimination which is inadvertently built into an organization's practices and processes over a period of time.

Municipal services and programs may not be equally accessible to minority citizens because changes or adjustments have not been made to adapt to diversity in the community.

Examples of systemic workplace discrimination include: limited or closed recruitment practices; biased or subjective job evaluation methods; the use of tests or requirements not directly related to the job, such as language ability or job experience; cultural biases in selection process; and stereotypical and unfavorable attitudes towards minorities which are not discouraged.

Systemic discrimination may also impede access to municipal services. Some examples include: inadequate consultation with multicultural communities in developing services and programs; insufficient use of ethnic community resources and media; linguistic, cultural or religious biases in provision of services; and under-representation of minorities in decision-making in a municipality's boards and committees.

To a lesser extent, race relations training can cover skills required to resolve or prevent racially-motivated incidents, but the emphasis remains at the institutional level.

The two principal components of race relations training are to provide information and to develop appropriate skills.

To provide information about:

- human rights legislation and employment equity policies;
- cultural and racial bias, prejudice and discrimination;
- personal, organizational and systemic racism;
- legislation and collective agreements, and how they can be used to combat racism;
- specific ethnic and racial minority groups and sub-groups such as visible minority women.

To Develop skills with respect to:

- implementing human rights legislation and establishing equal employment policies;
- implementing non-discriminatory policies and programs which eliminate barriers and improve accessibility;
- eradicating discriminatory attitudes and behaviour in the workplace;
- preventing and dealing with racist incidents;
- developing an awareness of bias in language and communication.

Towards an Integrated Approach to Training

There is and should be overlap between cross-cultural and race relations training as both complement each other. Cross-cultural training, by helping participants to understand and appreciate differences and similarities between cultures, can eliminate stereotyping and prejudice that often lead to acts of discrimination. Race relations training goes beyond cultural awareness to deal with discrimination such as systemic barriers to hiring and advancement, inequities in client treatment or service-delivery, and racially motivated incidents.

By combining cross-cultural and race relations training with concrete strategies for organizational change, discrimination can be combatted at both the personal and systemic levels. In addition, sexism and discrimination against the disabled and other target groups can be addressed towards inculcating change of behaviour.

The development of an appropriate training program should be based on local needs and issues and on clearly stated objectives.

Benefits from a Training Program

- All municipal departments and agencies including planning, recreation, clerk's office, economic development, housing, public health, fire protection, police, public transit, social services and human resources will be more effective in managing diversity in a multicultural community;
- By learning to manage diversity effectively, an organization can fully utilize and harness the skills and talents of a broader labour pool;
- Managers will learn to accept and take advantage of a variety of viewpoints and ideas that a diverse workforce offers which are beneficial when creativity, innovation and problem-solving are required;
- Greater understanding and appreciation for other ethnic groups will lead to improved communications with the multicultural clientele and more active involvement of ethnic minorities in municipal life;
- Will introduce municipal officials to skills and knowledge necessary to promote international trade;
- Municipal departments will learn how to develop more culturally sensitive programs and services which respond better to the needs of the multicultural community and ensure that they are not treated unequally;
- Written material prepared by the municipality for the public will become more culturally sensitive and have a suitable literacy level and more relevant and appropriate graphic presentation;
- Municipal advertising will reflect the multicultural diversity of the community;
- Members of ethnic and visible minorities will be more aware of services available offered to them, and will make better use of municipal programs and activities;
- Lower employee absenteeism and turnover will result from reduction of racial harassment and discrimination in the workplace; and
- Higher productivity and better organizational cohesiveness will result from increased understanding and sensitivity to differences.

Program Models in Use Today

A variety of race relations and cross-cultural training models have been developed and are in use today. In this section some key models are presented. They do not represent a comprehensive review of all the models available. Additional training programs applicable to municipalities are noted in the section entitled "List of Resources and Contacts".

"Working With a Multicultural Clientele"

This training program includes modules to help municipal staff improve their cross-cultural communication abilities.

The program is designed for front-line staff who encounter people from different ethnic and racial backgrounds. Usually, a cross-cultural approach to training is used, focussing on cultural awareness and cultural sensitivity. For example, the transit authority of Montreal (La société de transport de la Communauté urbaine de Montréal) conducts a one-day cross-cultural training program for their bus operators to help them become more sensitive to ethnic minority clientele.

Programs can also be designed to improve minority access to services. An example is a recreation and municipal services program which ensures equal access to recreational services for visible minorities through the following means:

- employment of visible minorities in recreation programs;
- use of school facilities on weekends for visible minority communities;
- coordinating municipal support services for ethnic festivals and other events;
- coordinating appointment of visible minorities to municipal boards, committees and commissions.

"The Avalon Program for Public Service Managers"

Avalon is a three-day program for public service managers. The focus of the course is on developing effective management practices in a multicultural society in the context of diminishing budgets and greater public accountability. As well, creative ways to fulfill mandates and meet the needs of a diverse community are explored. Public service administrators learn about the implications of cultural diversity on policy development, program implementation, human resource practice and communication.

In this model, participants become part of a simulated public service organization. Working with scenarios, in-basket exercises and memoranda, they confront issues and develop practical strategies.

"The Kingswood Management Training Program"

Developed in Toronto, this five-day program provides management staff with skills to understand and implement human rights, race relations and employment equity policies and programs. The program covers many kinds of discrimination from racism and sexism to discrimination against the disabled.

Kingswood is essentially a week-long simulation program which uses job-related scenarios and methods, such as practical "in-basket exercise" to teach participants to effectively manage diversity in the workplace. Participants also use role-playing exercises and are asked to deal with issues relating to racism and sexism. Staff meetings discuss the experience.

At the end of the five days, participants are debriefed and based on their learning experiences, they agree to make a pledge to initiate changes in their workplace. A session is held three months later to see if pledges were fulfilled and changes were made.

The Hastings Institute in Vancouver is adapting the Kingswood Management Training Program to their needs. The Hastings Institute will assist organizations in dealing with a diverse workforce and offer training and consulting services to clients such as companies and municipalities.

"Aboriginal Employees and The City"

Vancouver's four-day mentor training program is designed to facilitate the entry of aboriginal employees into the municipal workforce. This program provides:

- an understanding of the mentoring process which involves modelling and support to new staff;
- exposure to effective cross-cultural communication skills;
- clarification of communication features in various cultures; and
- material on understanding and dealing with cultural bias.

The mentor training program is intended to increase the number of successful aboriginal employees in the municipal workforce by cultivating a positive work environment.

There are three conditions in training aboriginal peoples: 1) the community must be consulted and involved in planning and implementation; 2) whenever possible, it is preferable to use aboriginal trainers who have a community mandate or the respect of their elders; and 3) there should be a spiritual ceremony reflecting aboriginal culture during the course of the training program.

"Staff Training in Public Housing"

The Toronto Metropolitan Housing Authority conducts two race relations training programs: a four-day program and a one-day program.

The four-day residential program, usually held outside the city, is called "Living and Working Together, Staff Training in Multiculturalism, Race Relations and the Ontario Human Rights Code". The program provides knowledge and skills to staff to help them work effectively with multicultural clientele and other designated groups.

The one-day work-related program is held within the city and deals with groups such as Maintenance, Finance, and Human Resources staff who work within a multicultural environment.

"Police Intercultural Education Program"

This intercultural training program was piloted in Vancouver and Ottawa. The program brings police officers, members of ethnic and visible minority communities and resource people together for two to three days in intercultural workshops.

For police officers, the program focuses on learning about various ethnic groups and developing communication strategies to work with members of the visible minority community.

For minority community members, the program provides an understanding of how the police operate, demystifies the police, and opens lines of communication which can result in increased recruitment of minorities and improved police-community relations.

Modules can include a focus on:

- cross-cultural communication skills;
- modules devoted to individual ethnic groups, for example Chinese-Canadian culture; Indo-Canadian culture; and aboriginal cultural values;
- modules specifically intended to focus on organizational strategies for change; and
- stereotyping, prejudice and institutional discrimination.

Municipal Self-Evaluation

A municipality can take the first steps in assessing the need for cross-cultural and race relations training by asking the following questions:

- ☐ Does our police force receive training to respond more sensitively to ethnic groups who have come from countries where police are viewed as corrupt and brutally oppressive?
- ☐ Does our police force understand that some ethnic minorities may exhibit cultural behaviour patterns or signals that can have serious implications when they are misinterpreted?
- ☐ Do our public health workers recognize that ethnic minorities may have differences with respect to their concepts of disease and illness, attitudes towards health care agencies and practitioners, rituals in the treatment of health problems, and dietary habits?
- ☐ Do our planning staff realize that some ethnic minorities are very reluctant to participate in public meetings because it is totally foreign to them?
- ☐ Do our planning staff understand that ethnic minorities may have different family structures with a greater importance placed on the extended family living together, which may necessitate allowing accessory apartments or secondary suites in single-residential communities?
- ☐ Do our planning staff recognize that the residential or commercial concentration of ethnic or racial minorities in a specific geographical area may require certain support services and zoning changes?
- ☐ Do our recreation staff appreciate that ethnic minorities may have different attitudes towards recreation and leisure and have preferences for certain cultural activities?

Cross-cultural and race relations training will help make services and programs more culturally-sensitive and result in municipal government becoming more accessible and responsive to all citizens.

Training to Manage Diversity — The Key Steps

A. Analysis of Community Needs
B. Establish Contact with Ethnic and Visible Minority Communities
C. Gaining Acceptance for Training Program
D. Training Program Management
E. Selection of Curriculum Writers and Trainers
F. Design of Training Program
G. Delivery and Evaluation of Pilot Program

A. Analysis of Community Needs

1. Develop an ethnic community profile. If the municipality has a race and ethnic relations committee, this information should be readily available. If not, data on population by ethnic origin and languages can be obtained from sources such as Statistics Canada, community organizations, etc.

2. Obtain an inventory of multicultural, race relations and immigrant services organizations and community leaders within the municipality (municipal race and ethnic relations committees, Secretary of State offices, provincial departments responsible for multiculturalism, parks and recreation departments and the local ethnic media will be principal sources of information).

B. Establish Contact with Ethnic and Visible Minority Communities

3. Make contact with members of the ethnic and visible minority community once an ethnic community profile is developed. This can also be done through the race and ethnic relations committee. New groups and issues should be accommodated as they are identified.

4. Establish an advisory committee to oversee the program.
   This can be a sub-committee of the race and ethnic relations committee (if one exists). Regular or ad hoc community forums, and/or townhall meetings can be organized as well. Whatever the method, a communications strategy should be developed to ensure all target groups are informed and involved.

5. Identify issues and obtain information and access to community participants interested in cross-cultural and/or race relations programs.

6. Involve all appropriate municipal staff from relevant departments such as human resources, training, recreation, employment equity, clerk's office, etc. and interested elected officials in discussions of issues, problem areas, type of training to be selected and implementation plan.

C. Gaining Acceptance for Training Program

7. Establish program through the Mayor, Council and/or race and ethnic relations committee. Outline goals and objectives of the training program and develop a mechanism to evaluate its effectiveness.

8. Consult with senior municipal staff, personnel officers, training officers and union representatives.

9. Consult with key individuals and senior representatives of multicultural, race relations and immigrant service organizations (and umbrella organizations if they exist).

D. Training Program Management

10. Designate senior municipal official to be responsible for planning.

11. Establish regular monitoring of program. Manager and the advisory committee should report regularly to the race and ethnic committee (if one exists) or to a Council committee responsible for the program.

E. Selection of Curriculum Writers and Trainers

12. Develop criteria for selection of curriculum development writers and trainers. Manager and community representatives should meet to do this. Appropriate consultants, training specialists, government officers from provincial and federal departments of multiculturalism and race relations should be consulted.

13. Select curriculum writers and trainers using the following criteria:

- technical skills in curriculum design and/or cross-cultural or race relations training;
- well informed on municipal issues with a clear understanding of the roles and responsibilities of elected municipal officials;
- understands the needs and interests of municipal staff;
- well informed on minority community needs and the functions and roles of the multicultural organizations in the community.

F. Design of Training Program

14. Consult with the race and ethnic relations committee and relevant municipal departments who will be recipients of the training.

15. Select members of the minority community who could serve as resource people.

16. Identify issues for the training program and record in written form. Videotaped or slide tape examples of local issues or community incidents can be produced for the training program used repeatedly at no additional cost. Training materials may also be available from other municipalities.

G. Delivery and Evaluation of Pilot Program

17. Identify possible community locations for holding training courses in consultation with the advisory sub-committee.

18. Launch pilot training program.

19. Evaluate the pilot training program and make necessary improvements and changes. Once it is accepted by the municipality, the training module or program should be made an integral part of professional staff development and training.

Training Program Evaluation

An evaluation plan is an integral part of a training program. It should provide data enabling municipal officials to judge the effectiveness of the pilot program and to make necessary improvements. The evaluation should also indicate to municipal officials how cross-cultural or race relations training can be incorporated into regular staff training.

The evaluation design should include:

- a pre- and post-random survey of the perception of municipal services by minority citizens;
- a measure of staff attitudes on minority issues before and after the training;
- a measure of the effectiveness of the training program in promoting organizational change;
- regular feedback from evaluators to program designers and committee during pilot programs;
- evaluations by participants immediately after the pilot sessions and at intervals subsequent to the program to check retention levels.

Before program development, evaluators should be selected based on the following criteria:

- experience in conducting evaluations of cross-cultural or race relations pilot programs;
- ability to provide continuing feedback to program developers;
- ability to develop pre- and post-test instruments;
- understanding of municipalities and their changing needs; and
- credibility with client groups.

After the pilot training program is evaluated, the training design should be integrated into regular personnel development and training plans.

Cross-cultural or race relations training should not be isolated, but should be an integral part of regular training for municipal staff at all levels of operation. Wherever appropriate municipalities should take advantage of available training institutes, professional development seminars, conferences, and municipal models in cross-cultural and race relations training to complement the initiatives already in place.

Definition of Terms

The following definitions have been set forth in Canadian Government publications. The main source is the 1988 National Health and Welfare Task Force Report: *After the Door Has Been Opened — Mental Health Issues Affecting Immigrants and Refugees in Canada.*

Multiculturalism

The Government of Canada recognizes the diversity of Canadians as regards race, national or ethnic origin, colour and religion as a fundamental characteristic of Canadian society and is committed to a policy of multiculturalism designed to preserve and enhance the multicultural heritage of Canadians while working to achieve the equality of all Canadians in the economic, social, cultural and political life of Canada (Canadian Multiculturalism Act, C-93, 1988).

Employment Equity

Employment Equity is the achievement of equal employment opportunities in the work place for all Canadians. "Employment Equity" means employment practices must correct and prevent conditions that create disadvantages in employment *(Employment Equity Annual Report,* 1987-1988).

Visible Minority

Members of visible minorities are persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour, and who so identify themselves to an employer, or agree to be so identified by an employer, for the purpose of the Employment Equity Act (Employment Equity Act, 1988).

Aboriginal Peoples

Aboriginal peoples of Canada includes Status Indian, Non-Status Indian, Inuit or Metis (Employment Equity Act, 1988).

Stereotype

Beliefs held by individuals about the presumed physical and psychological characteristics of members of a social category. These beliefs can be either positive or negative. When applied so generally that individual differences are not recognized, or even defined, they are considered impediments to quality human relations (Health and Welfare Canada, p.99).

Prejudice

A mental state or attitude of pre-judging (generally unfavorably), attributing to that person characteristics which are attributed to a group of which the person is a member. Types of prejudice include: Ethnocentrism — toward members of ethnic or cultural groups, usually not one's own; and Racism — toward members of racial groups, usually not one's own (Health and Welfare Canada, p.99).

Discrimination

The conscious act of dealing with a person or persons on the basis of prejudicial attitudes and beliefs (rather than on the basis of individual merit). Thus prejudice is a state of mind, while discrimination is an action *(Equality Now!* House of Commons, 1984, p.143).

Systemic Discrimination

Systemic discrimination occurs when an employment system or practice, which may have been equitable in intent and in application,
(i) is based on criteria that are not job-related and are not required for the safe and efficient operation of the organization, and
(ii) results in an impact prejudicial to certain people or groups of people.

Some examples are: arbitrary screening criteria (height and weight), unnecessary educational standards, and training or work experience unrelated to job performance.

List of Resources and Contacts

Cross-Cultural and Race Relations Training Resources

1. Working with a Multicultural Clientele

For more information on local training initiatives, please consult the list of Municipal Race Relations Committees in this manual, or contact the FCM.

For additional information regarding the Montreal transit model contact:

La Société de transport de la Communauté urbaine de Montréal (S.T.C.U.M.)

Le secteur de formation opérationnelle
110, boulevard Crémazie ouest
3e étage
Montréal, Québec
H2P 1B9
(514) 280-5187

In their four-day training program to bus drivers, the S.T.C.U.M. includes one full day of cross-cultural activities. Using role-playing and a short skit, they sensitize their front-line workers to the multicultural reality of their clientele.

2. The Avalon Program for Public Service Managers

Institute of Multicultural Resource Development
3rd Floor, 521-11 Avenue S.W.
Calgary, Alberta
T2R 0C9
(403) 297-8407

3. Kingswood Management Training Program

Training, Multicultural and Race Relations Division
City of Toronto
100 Queen Street West
Toronto, Ontario
M5H 2N2
(416) 392-8394

The Hastings Institute

c/o Equal Employment Opportunity Program
City of Vancouver
453 West 12th Avenue
Vancouver, British Columbia
V5Y 1V4
(604) 873-7786

4. Aboriginal Employees and the City

c/o Equal Employment Opportunity Program
City of Vancouver
453 West 12th Avenue
Vancouver, British Columbia
V5Y 1V4
(604) 873-7786

For a list of qualified trainers from the Aboriginal community please consult the:

National Association of Friendship Centres
251 Laurier Avenue West, Suite 600
Ottawa, Ontario
K1P 5J6
(613) 563-4844

5. Staff Training in Public Housing

Metropolitan Toronto Housing Authority (MTHA)
Race Relations Policies and Programs Branch
1320 Yonge Street
Toronto, Ontario
M4T 2W4
(416) 928-4924

6. Police Intercultural Education

For specific information on police training contact:

Canadian Association of Chiefs of Police
Tower B, Place de Ville, Suite 1908
112 Kent Street
Ottawa, Ontario
K1P 5P2
(613) 233-1106

Additional Resources

1. Transportation Transit Model

Canadian Urban Transit Association
55 York Street, Suite 1101
Toronto, Ontario
M5J 1R7
(416) 365-9800

For a more general approach to multicultural training in public transit authorities contact the Canadian Urban Transit Association (CUTA).

2. Grants Program

Multicultural Workplace Program (MWP)
Citizenship Development Branch
Ministry of Citizenship
Government of Ontario
77 Bloor Street West
17th Floor
Toronto, Ontario
M7A 2R9
(416) 963-3715

This grant program provides support for boards of education, community colleges and community-based groups involved in the delivery of MWP programs and services. Its purpose is to improve the delivery of MWP by supporting co-ordination costs for marketing, conducting needs assessments and programming.

3. Trainers

Federation of Canadian Municipalities
24 Clarence Street
Ottawa, Ontario
K1N 5P3
(613) 237-5221

For a complete list of cross-cultural and race relations trainers, and/or a list of municipalities currently involved in cross-cultural or race relations training, please contact the Race Relations Officer at the FCM Secretariat.

Municipal Race Relations Committees

British Columbia:
City of **Vancouver** Ethnocultural and Race Relations Committee
Richmond Multicultural Concerns Committee
Multicultural Staff Working Group — **District of Burnaby**
The Multicultural Society of the City of **Kamloops**

Alberta:
Calgary Aboriginal Urban Affairs Committee

Saskatchewan:
Moose Jaw Race Relations Committee
Mayor's Task Force on Indian and Metis Initiatives of **Regina**
City of **Prince Albert** Race Relations Committee
City of **Saskatoon** Race Relations Committee

Manitoba:
City of **Winnipeg** Community and Race Relations Committee

Ontario:
East York Multicultural and Race Relations Committee
Committee on Community, Race and Ethnic Relations of the City of **North York**
Toronto Mayor's Committee on Community and Race Relations
City of **Scarborough** Committee on Community and Race Relations
City of **Etobicoke** Multicultural and Race Relations Committee
Mississauga Community Relations Committee
Hamilton Mayor's on Race Relations Committee
City of **Windsor** Race and Ethnic Relations Committee
Town of **Vaughan** Committee on Race and Ethnic Cultural Relations
City of **Ottawa** Advisory Committee on Visible Minorities
Sudbury Race Relations Committee
Brantford Ethnic and Race Relations Committee
Kitchener-Waterloo Region Race Relations Council
Community and Race Relations Committee of **Peterborough**
Pickering Mayor's Task Force on Race Relations
Guelph Race Relations Committee
Committee on Race and Ethnocultural Equity — **Markham**
City of **London** Race Relations Committee
Town of **Sioux Lookout**'s Community Race Relations Committee

Québec:
Comité consultatif sur les relations interculturelles et interraciales de la **Ville de Montréal**
Comité des relations avec les communautés culturelles de **Montréal-nord**
Comité multiculturel de **Brossard**
Comité culturel de **Sherbrooke**
Comité sur les relations interculturelles de la Communauté urbaine de **Montréal**
Comité inter-communautaire d'**Outremont**

Nova Scotia:
Mayor's Advisory Committee on Multicultural Affairs — The City of **Halifax**

Annotated Bibliography

The following resource material may be helpful to municipalities interested in developing cross-cultural or race relations programs. These documents can be borrowed from the FCM library, or acquired directly from the author or publisher. For further information, please contact the Race Relations Officer, FCM Secretariat, 24 Clarence Street, Ottawa, Ontario, K1N 5P3, Tel: (613) 237-5221.

Casse, Pierre; Training for the Multicultural Manager: A Practical and Cross-Cultural Approach to the Management of People, Washington, D.C.: SIETAR, 1982.

This book is for managers and training specialists who deal with intercultural matters. It includes practical workshop ideas intended for managers working in a multicultural workplace.

Rees, Tim (ed); "Focus on Human Rights in B.C., Race Relations Training," Currents; Vol 1, No.3; Summer-Fall 1983.

This quarterly newsletter of the Urban Alliance on Race Relations focusses on race relations training and training methods, both nationally and internationally.

Employment and Immigration Canada; Cross-Cultural Training for Immigration Staff. Ottawa, 1986.

This cross-cultural training program provides information on the history and patterns of immigration in Canada. It is geared to immigration officers of Employment and Immigration Canada.

Kohls, Robert L.; Developing Intercultural Awareness — A learning module complete with master lesson plan, content, exercises, and handouts. Washington, D.C.: The Society for Intercultural Education, Training and Research, 1981.

This document illustrates a training program for professionals who want to work overseas. Exercises using case studies, self-awareness and role plays are provided.

Miner, Michael J.; Police Intercultural Training Manual, Ottawa, Canadian Association of Chiefs of Police, 1986.

The manual contains a description of a generic program and illustrates two intercultural training pilot programs. The materials and exercises can be adapted for use in other types of municipal and community programs.

Mock, Karen; Race Relations Training: A Manual and Resource Guide for Practitioners and Consultants, Race Relations Directorate, Ministry of Citizenship, Toronto, 1988, unpublished draft.

This resource manual is intended for race relations practitioners and provides material relevant to both the process and content of race relations programs.

Multiculturalism Canada; A Cross Cultural Awareness Training for Professionals, A manual, Ottawa, Ministry of Supplies and Services, 1985.

This manual presents a cross-cultural training method with case studies for use with diverse professions. Problems in multicultural service delivery are identified.

Peppard, N.; Race Relations Training: The State of the Art, New Community, 11(1), 150–159, 1983.

The article deals with race relations training in Britain. The author looks at recent trends in content and methodology of race relations training both privately and publically.

Public Service Commission of Canada; Cross-Cultural Awareness Workshops on Aboriginal Peoples, Staffing Programs Branch, 1985.

This workshop encourages an exchange of ideas or attitudes respecting the aboriginal peoples of Canada. Participants can explore and discuss stereotyping or biases.

Thomas, Barb & Novogrodsky Charles; Combatting Racism in the Workplace: A Course for Workers, Toronto, Cross-Cultural Communication, 1983.

This training program of ten sessions provides workers with knowledge and technique on how to deal with racism. It includes materials of use in preparation of similar courses.

Ungerleider, Charles S. & Sherlock, Lesley; Distinctions Between Race Relations and Cross-Cultural Training, Department of Social and Educational Studies, University of British Columbia, May 1988.

This paper highlights similarities and differences of race relations and cross-cultural training.

Ungerleider, Charles S. & Sherlock, Lesley; Multicultural and Race Relations Training Database, University of British Columbia, Vancouver, B.C., 1988.

The database, consisting of summaries of articles and publications on race relations and multicultural training, is accessible with microcomputer and modem through the Datapac network. The network can be accessed from anywhere.

Background Materials Used in Preparation of this Manual:

Devoretz, Don and Akbari A.; Benefits of Immigration, Simon Fraser University, Vancouver, B.C., 1988.

Health and Welfare Canada; After the Door Has Been Opened: Report of the Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees in Canada, Ottawa, 1988.

House of Commons; Equality Now!: Report of the Special Committee on Visible Minorities in Canadian Society, Ottawa, 1984.

House of Commons; Bill C-93: An Act for the Preservation and Enhancement of Multiculturalism in Canada, 1988.

McIntyre, Dan; "Union Education in Race Relations," Currents, Vol 1 No. 3, 1983.

Metropolitan Toronto Housing Authority; Promoting Harmonious Relations: An Overview of MTHA's Race Relations Policies and Programs Branch, 1988.

Samuel, John; "Visible Minorities and Immigration," Currents, Vol 5 No. 2, April 1989.

Supply and Services Canada; Employment Equity Act Annual Report to Parliament, Ottawa, 1988.

Federation of Canadian Municipalities

The FCM is the national voice of municipal government in Canada. Founded in 1937, the FCM represents municipalities of all sizes and in every corner of the country. With a membership of 550 municipalities and all major provincial and territorial municipal associations, the FCM provides a national forum for the exchange of views and experiences among municipal leaders. It also keeps federal ministers, members of parliament and officials informed of the municipal viewpoint on national policies. Through its publications, meetings, and conferences, the FCM keeps member municipalities up-to-date of current issues facing local government.

Policy and program priorities are determined by the FCM's National Board of Directors comprising 65 elected municipal officials. A Standing Committee/Task Force system analyses, and takes action on matters of common interest to FCM's members.

At the 1986 Annual Conference, the Task Force on Race Relations received approval for its Policy Statement entitled "Improving Race Relations in Canadian Municipalities", thereby committing the FCM to continue work in promoting better race relations at the local level.